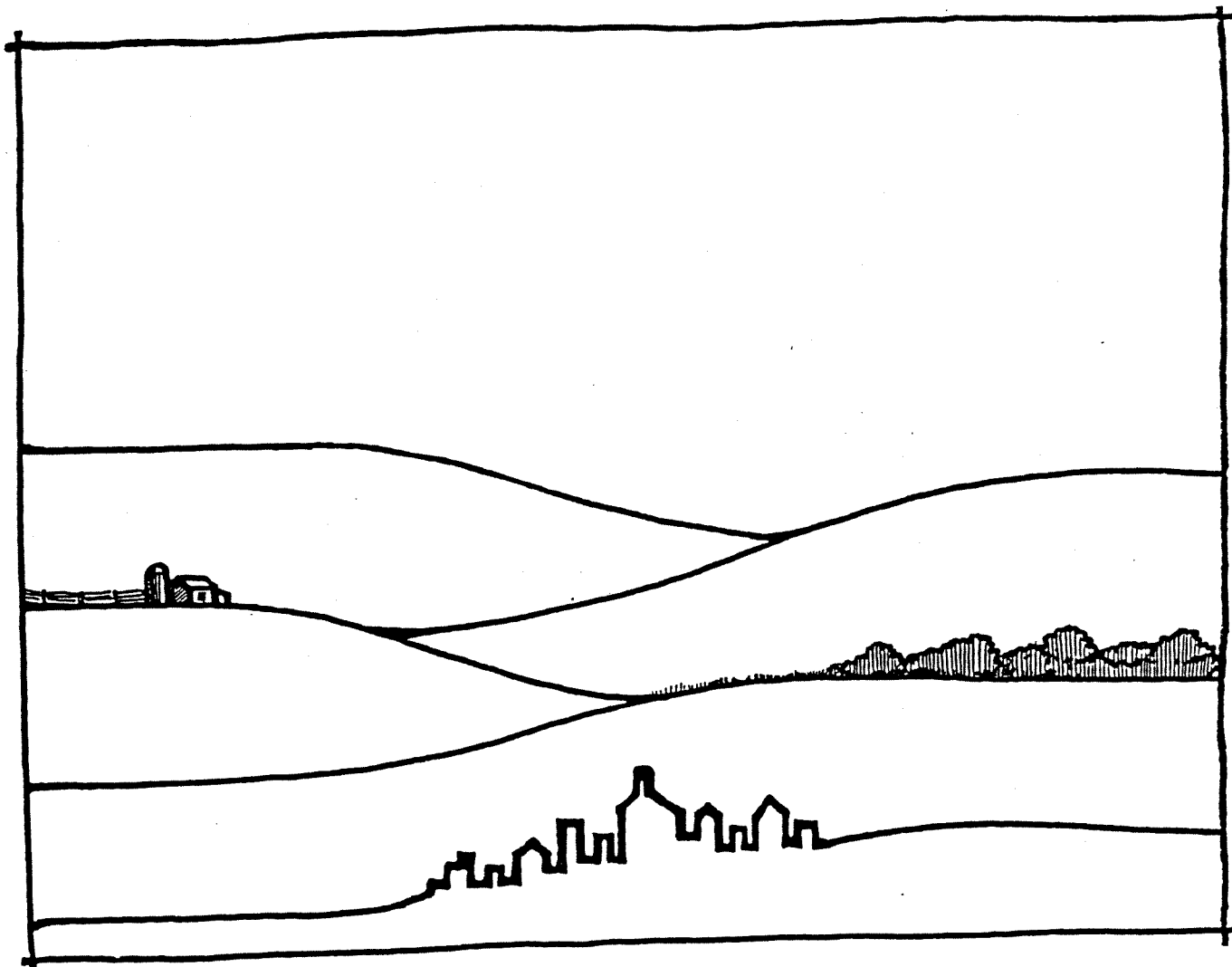


CHAPTER II

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**GOALS**



## CHAPTER II

### GOALS FRAMEWORK

#### INTRODUCTION

The purpose of the area plan's goals statement is to ensure that the County's land use actions (zoning, subdivision, fiscal) are in keeping with the agreed-upon goals. These goals are important as they define the frame-work for public and private decisions that affect the land use and design of the area surrounding the historic County Seat of Loudoun County. A comprehensive system of goals analysis is the first step in guiding the growth of the Leesburg area in a direction that will eliminate haphazard, premature or inefficient development.

Goals are described here under the significant land use categories: Residential, Commercial, Industrial, Environmental, Agricultural or Rural, Heritage Resources, Community Facilities and Transportation. Overriding goals from the Resource Management Plan are extracted from the RMP to provide the general context for planning analysis. Beyond these RMP goals, specific area goals for each district within the Planning Area have been formulated.

## ENVIRONMENTAL GOALS

The basic goal of environmental planning is to provide a framework for future land use development that is both safe and responsive to existing environmental conditions. This process will prevent future development from occurring in hazardous areas and ensure that costs for construction, site development and public improvements are minimized.

### I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN (page 193)

- A. MAINTAIN THE HIGH QUALITY OF LOUDOUN COUNTY'S ENVIRONMENT AS A UNIQUE LOCAL AND REGIONAL RESOURCE.
- B. CONSERVE THE COUNTY'S RENEWABLE RESOURCES AT A RATE WHICH REPLACES THEM AT LEAST AS QUICKLY AS THEY ARE CONSUMED AND CONSERVE NON-RENEWABLE RESOURCES TO THE GREATEST EXTENT POSSIBLE.
- C. COORDINATE HUMAN ACTIVITIES WITH THE CHARACTER AND LIMITATIONS OF THE NATURAL ENVIRONMENT SO AS TO LIMIT ITS DISRUPTION.

The environmental goals for the Leesburg Area Management Plan refine the three general RMP goals by:

- 1. Emphasizing the need for protection of significant environmental features such as steep slopes, floodplains and woodlands.
- 2. Formulating approaches to ensure that new development is cost effective and allows the natural systems to perform their useful public functions.

## II. SPECIFIC GOALS FOR THE LEESBURG PLANNING AREA

- A. All future planning, growth and land use decisions should maintain and protect the Leesburg area's hydrologic system and water resources, both surface and underground.
- B. Slopes greater than 25% shall be preserved in their natural state allowing for only passive recreational uses.
- C. Development on slopes of 15% to 25% will be discouraged; when development occurs it should be subjected to special restrictions such as grading requirements, stormwater management techniques, vegetation protection, etc., to ensure environmental stability.
- D. 100 year floodplains should be preserved in their natural state except for uses permitted in the County Floodplain Ordinance (agriculture, passive recreation, etc.).
- E. Naturally formed wetlands and natural habitats of endangered, rare or threatened plant or animal species shall be identified and located according to adopted County criteria and steps shall be taken to encourage their preservation.
- F. Future developments in the Leesburg Planning Area should use stormwater management and drainage system design practices that minimize flooding, soil erosion and water pollution and respect the existing topography to the greatest extent possible.
- G. Development within the limestone conglomerate formation\* should be subject to performance standards which will:
  - a. Protect the basic drainage and hydrologic system;

\* Geology of the Culpeper Basin in Leesburg Quadrangle, Loudoun County VA., K.Y. Lee, 1979, USGS Open File Report #79-1557, 1" = 2000'.

- b. Prevent groundwater pollution;
- c. Minimize ground subsidence or structural damage from sinkhole collapse. Other geological formations in the Leesburg Planning Area should be assessed for potential problems and suitability for various land uses.
- H. Development in Class IV soil areas\* should be subject to performance standards specific to each soil type that minimize building, road and foundation problems.
- I. Proposed developments should protect existing trees and natural vegetation to the maximum extent possible and significant woodland should be conserved and controlled by the use of special performance standards.
- J. Proposed developments within the NEF 30 noise zone around Godfrey Field should be required to use special noise proofing techniques in all residential, commercial, light industrial and office buildings.

#### AGRICULTURAL GOALS

#### I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN

##### A. Agricultural Amenities:

PRESERVE THE CULTURAL, SOCIAL, ECONOMIC, ENVIRONMENTAL AND AESTHETIC AMENITIES PROVIDED BY AGRICULTURAL LAND USE TO BOTH LOUDOUN COUNTY AND THE REGION.

##### B. Conversion:

PROMOTE LAND USE AND FISCAL PLANNING EFFORTS WHICH HELP ALLEVIATE LAND USE AND ECONOMIC BURDENS ON AGRICULTURAL LAND SO AS TO AVOID ITS PREMATURE CONVERSION TO URBAN, NON-AGRICULTURAL USE.

\* As defined in Interpretive Guide to Soils and Geology for Planning in Loudoun County, Virginia; Richard Weber; County Soil Scientist, 1979. These are: plastic soils with high shrink-swell potential (jack); wet soil with prolonged seasonal high water table less than 18" from the surface; rocky soil with rock outcrops (more than 15% of the land surface covered by stone and rock outcrop); soils with geomorphic instability such as in the limestone area or mountain colluvial with slippage potential; floodplain soils as defined by recent alluvial parent material.

C. Environmental Pollution:

ENCOURAGE AGRICULTURAL LAND USE PRACTICES WHICH MINIMIZE ENVIRONMENTAL POLLUTION.

Area-specific goals have been formulated to support those in the Resource Management Plan calling for the preservation of the basic land resources which support the local agricultural industry in the Leesburg area.

II. SPECIFIC GOALS FOR THE LEESBURG PLANNING AREA

A. Agricultural Lands:

The County shall attempt to preserve the lands which have suitable agricultural soils and the lands located in suitable farming areas within the Leesburg Planning Area, especially within the Sycolin, Oatlands and White's Ferry Districts. As it is the long-term policy and objective of Loudoun County to preserve agriculture, a Density Transfer Program should be used to implement this policy.

B. Agricultural Industry:

The County shall recognize agriculture as a unique, essential and basic industry and shall encourage the permanent continuation of agricultural land uses and related businesses in the Leesburg Planning Area.

C. Zoning Techniques:

The County will develop innovative zoning techniques for application in those areas designated for agricultural retention, particularly techniques which promote the clustering of new housing and the permanent retention of farmland.

D. Road Improvements:

The County will encourage the maintenance and improvement of rural roads in designated farming areas in order to ensure that farm machines and commodities can be efficiently transported.

E. Agricultural and Forestal Districts:

Agricultural and Forestal Districts shall be encouraged within designated farming areas.

## HERITAGE RESOURCES GOALS

### I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN (page 194)

#### A. Cultural Heritage:

PRESERVE THE COUNTY'S CULTURAL HERITAGE AND SCENIC CHARACTER BY CONSERVATION OF HISTORICALLY SIGNIFICANT STRUCTURES, AREAS AND OPEN SPACES.

#### B. Open Space:

ESTABLISH LAND USES COMPATIBLE WITH HISTORIC AND OPEN SPACE AREAS.

#### C. Growth Pattern:

RE-ESTABLISH THE HISTORIC GROWTH PATTERN THAT HAS TAKEN PLACE IN THE COUNTY IN THE LAST 220 YEARS.

### II. GOALS SPECIFIC TO THE LEESBURG PLANNING AREA

- A. The County shall encourage the preservation of significant historic sites, structures and areas with particular emphasis given to those resources listed on the inventory compiled by the Virginia Historic Landmarks Commission.
- B. The County shall encourage builders and developers to use traditional design and site planning characteristics in order to achieve harmony between new and existing development.
- C. Inherent to the cultural and historical aspects of Loudoun County are its highways, particularly Routes 7 and 15 and their scenic views. Any new residential or industrial development should be designed in such a way as to protect the scenic qualities of these roads.
- D. The County will encourage the density transfer of the development rights of designated historic properties to other properties within the ULL.

## RESIDENTIAL GOALS

### I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN

#### A. Housing (page 195)

1. RECOGNIZE THE DIRECT RELATIONSHIP BETWEEN THE AMOUNT, COST AND LOCATION OF HOUSING AND THE COUNTY'S FISCAL RESOURCES; ENCOURAGE AT APPROPRIATE LOCATIONS AN AFFORDABLE VARIETY OF HOUSING TYPES, COMMENSURATE WITH DEMANDS CREATED BY CURRENT NEEDS AND FUTURE GROWTH.
2. MANAGE THE QUALITY, QUANTITY, LOCATION AND RATE OF HOUSING DEVELOPMENT IN ORDER TO INSURE THE EFFICIENT USE AND CONSERVATION OF THE COUNTY'S NATURAL AND PUBLIC RESOURCES.

#### B. Fiscal Resources (page 197)

DEVELOP A PLANNING AND LAND USE SYSTEM WHICH IS SYNCHRONIZED WITH THE CAPITAL IMPROVEMENT PROGRAM, CAPITAL BUDGET AND OPERATING BUDGET, ALLOWING THE COUNTY TO PHASE NEW DEVELOPMENT AT A RATE WHICH WILL NOT UNDULY INCREASE THE COUNTY'S PROPERTY TAX RATE AS WELL AS PERMIT THE EXPANSION OF THE COUNTY'S REVENUE BASE.

#### C. Public Facilities and Utilities (Growth Management, p. 197)

MANAGE THE LOCATION AND TIMING OF THE CONSTRUCTION OF PUBLIC FACILITIES AND UTILITIES SO AS TO REDUCE UNDESIRABLE ENVIRONMENTAL AND FISCAL IMPACTS.

### II. SPECIFIC GOALS FOR THE LEESBURG PLANNING AREA

#### A. Growth Management Goals:

The County should ensure residential development in the Leesburg planning area of a type, density and character that is compatible with the growth pattern of the Town itself. This growth pattern should generate an orderly transition of land use intensities from the Town outward to the rural residential and agricultural areas, contributing to the County's tax base while promoting the economic and efficient delivery of public services through design standards and by coordinating development with capital facility construction.



One of the County's major goals, as previously established in the Resource Management Plan, is to foster new development of sufficient quality and quantity to provide adequate housing and employment opportunities for all present and future Loudoun County citizens. In order to achieve a balanced community, land conservation measures must also be included as an integral part of the continual development process. To this end, the County will strongly urge that conservation easements on designated agricultural and environmental land resources be proffered as public purpose dedications in return for achieving maximum allowable development densities. Such a process will mean that important rural land resources are conserved at the same time that urban land is developed, thus ensuring a balanced growth pattern in the Leesburg area and throughout the County.

B. Density Development Pattern:

Generally, higher density housing should be located closer to the Town, while lower density (one unit or less per three acres) should be located in planning districts further away from the Town which will not be provided with central sewer and water services.

C. Housing Type Variety:

Housing development around the Town of Leesburg should provide county residents with a full range of housing types, costs and ownership opportunities.

D. Community Focus of New Developments:

New residential development in the Leesburg Planning Area within the Urban Limit Line should be designed in the form of identifiable communities, concentrated around community centers.

E. Design:

The County should encourage the highest possible design standards that will foster a physical and social sense of place through appropriate road and path layout, location of open space, community spaces and uses, buffering between different uses and use intensities and careful regard for the unique environmental characteristics of each property and tract of land.

F. Complementary Planning:

The new communities around the Town of Leesburg should be designed and developed in a manner which complements and is compatible with existing uses and facilities within the Town. To this end the Town and the County should consult with each other on their planning decisions to promote orderly and compatible development.

G. Social and Historic Preservation:

New development in the Leesburg Planning Area should take place in a manner which will enhance and preserve the social and historical character of the Town and of the surrounding area. A complementary design character similar to that of the Town of Leesburg should be encouraged.

H. Energy Conservation and Efficiency:

New development in the Leesburg Planning Area should be designed and constructed in a manner to conserve energy and promote the most efficient use of energy resources.

These goals form the basis of the recommendations contained in the Residential section of the Plan.

COMMUNITY FACILITY AND UTILITIES GOALS

I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN

Public Facilities and Utilities (pages 196 and 197)

A. Utility Standards:

MAINTAIN A LEVEL OF PUBLIC UTILITIES AND FACILITIES (NOW AND IN THE FUTURE) WHICH INSURES NOT ONLY THE HEALTH, SAFETY AND WELFARE OF THE COUNTY'S POPULATION, BUT ALSO MAINTAINS THE HIGHEST COMMUNITY STANDARDS OBTAINABLE, WITHIN ADOPTED BUDGET CONSTRAINTS.

B. Growth Management:

MANAGE THE LOCATION AND TIMING OF THE CONSTRUCTION OF PUBLIC FACILITIES AND UTILITIES SO AS TO REDUCE UNDESIRABLE ENVIRONMENTAL AND FISCAL IMPACTS.

C. Planning Cooperation:

COORDINATE PLANNING EFFORTS WITH THE INCORPORATED TOWNS IN THE PROVISION OF FACILITIES AND UTILITIES SO AS TO REDUCE UNDESIRABLE ENVIRONMENTAL AND FISCAL IMPACTS.

D. Regional Context:

PLACE ADVANCED PUBLIC FACILITY PLANNING EFFORTS IN A REGIONAL CONTEXT WHENEVER AND WHEREVER POSSIBLE.

II. SPECIFIC GOALS FOR THE LEESBURG PLANNING AREA:

A. Public Facilities and Utilities:

1. Location Limits:

Except for that portion of Potomac Park which was the subject of ZMAP 85-13 approved in 1985 and which lies west of the Goose Creek within the LAMP planning area, central sewer lines should be designed and constructed only within the Urban Limit Line unless required for public health and safety. Water lines are dependent upon the individual health situation and development purpose. The intent is to concentrate growth within the urban limit boundary.

2. Alternative wastewater disposal systems will not be encouraged in the Planning Area. However, beyond the ULL, alternative wastewater disposal systems will be considered for non-residential uses: (1) in circumstances of failing septic drainfields, (2) when needed to ensure the continued viability of existing institutions and (3) in cases where the location of a new institution in these areas would generate positive community benefits. The proposed system must comply with the rules and regulations of the State Water Control Board and State Department of Environmental Health.

3. Phasing Plan:\*

A time phasing plan should be established that will determine the logical sequence for water and sewer extensions into the designated watersheds and provide a basis for sound fiscal planning for public services.

4. Utility Provision:

The Town of Leesburg will be the sole provider of sewer and water service within the Urban Limit Line and for the Cattail Branch Service Area west of Goose Creek.

\* The major element in the phased growth concept is the implementation of an Urban Limit Line. (See Figure 1, page ) This line is essentially an urban growth boundary.

5. Sewer Design Preference:

Gravity sewer should be the preferred technique for sewer line extensions through 1992.

6. Cluster Design:

Cluster design for residential and non-residential land uses will be encouraged to minimize utility costs.

B. Neighborhood Schools:

1. Construction Timing:

School construction should be related to the projected population and consequent future enrollment estimates in the area.

2. Pedestrian Orientation:

New schools should be so located as to encourage safe and efficient vehicular access and to provide appropriate pedestrian accessibility so that the greatest possible number of children can walk to school.

3. CIP:

All new school development and construction projects shall be included in the Loudoun County Capital Improvements Program.

4. Community Identity:

Schools should be planned to promote concentrated residential development with a community focus.

C. Parks and Recreation:

1. Location:

Community recreation centers should be located to serve existing and future population concentrations.

2. Pedestrian Orientation:

A general plan for a bikeway/pedestrian system shall be adopted for the area and a detailed bikeway/pedestrian system and activity center shall be included in all residential and non-residential development and be linked to the W&OD Trail, if possible.

3. Multiple Uses:

School facilities, like all public facilities, should be designed to accommodate multiple uses such as community parks and recreational space for the benefit of the public in general and new schools should be developed as integral factors of neighborhood and community development.

D. Cultural Facilities:

Cultural Center:

The Leesburg Planning Area should be encouraged as a cultural center for the County with any multi-use public facilities to be located within the Urban Limit Line.

E. Government Facilities:

Central County governmental facilities should be located in the Town of Leesburg or its environs.

TRANSPORTATION GOALS

I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN (Page 196)

A. Accessibility:

DEVELOP A TRANSPORTATION SYSTEM WHICH MAKES EMPLOYMENT CENTERS AND PUBLIC FACILITIES ACCESSIBLE TO ALL COUNTY RESIDENTS.

B. Environmental Design:

DEVELOP A TRANSPORTATION SYSTEM WHICH CAUSES MINIMAL HARM TO THE COUNTY'S ENVIRONMENTAL QUALITY.

C. Regional Needs:

DEVELOP A TRANSPORTATION SYSTEM WHICH CONTRIBUTES TO MEETING THE NEEDS OF THE REGION.

## II. SPECIFIC GOALS FOR THE LEESBURG PLANNING AREA

### TRANSPORTATION

#### A. Highway Design:

Local residential streets and highways should be designed to separate commuter trips from the local residential street traffic in order to promote neighborhood identity and safety.

#### B. Phasing Plan:

Primary and secondary road improvements, both public and private, should be phased or staged over time by the County in conjunction with the Town of Leesburg and the Virginia Department of Highways and Transportation.

#### C. Travel Alternatives:

Alternative modes of travel to the automobile should be encouraged in road planning and design and considered in the County zoning and subdivision review process.

#### D. Growth Control:

Roadway improvements in predominantly rural areas or within agricultural or historic districts should be sensitive to the promotion or retardation of residential or non-residential development.

#### E. Industrial Design:

Industrial development should connect with the major collector roadways and access should be consolidated wherever possible.

### COMMERCIAL AND INDUSTRIAL DEVELOPMENT GOALS

## I. GOALS INCLUDED IN THE RESOURCE MANAGEMENT PLAN

#### A. Resources:

THE COUNTY WILL ENCOURAGE THE LOCATION OF NEW INDUSTRIES WHICH ARE COMPATIBLE WITH THE EXISTING ENVIRONMENTAL, TRANSPORTATION AND WORK FORCE RESOURCES. (page 248, #7.)

B. Employment:

THE COUNTY WILL ENCOURAGE THE PROVISION OF EMPLOYMENT OPPORTUNITIES AND TRAINING FOR LOCAL YOUNG PEOPLE, PARTICULARLY THOSE WHO HAVE BEEN EDUCATED WITHIN THE COUNTY. (page 248, #9.)

C. THE COUNTY WILL ENCOURAGE THE DEVELOPMENT OF EMPLOYMENT CENTERS THAT ARE ACCESSIBLE TO TRANSPORTATION SYSTEMS, INCLUDING THE TRAIL SYSTEM. (page 247, #2.)

D. Cluster Development:

CLUSTERING OF RESIDENTIAL, INDUSTRIAL AND COMMERCIAL LAND USES IN PLANNED COMMUNITIES WILL BE ENCOURAGED IN ORDER TO REDUCE TRAVEL TIME AND TO GIVE NEW COMMUNITIES A STRONG IDENTITY. (page 247, #3.)

E. Public Access:

THE COUNTY WILL ENCOURAGE THE LOCATION OF EMPLOYMENT CENTERS NEAR RESIDENTIAL AREAS AND PUBLIC FACILITIES IN ORDER TO MAXIMIZE PUBLIC ACCESS AND EFFICIENCY OF PUBLIC SERVICE FACILITIES. (Page 247, #4.)

F. Transition:

ESTABLISHMENT OF COMPATIBLE TRANSITIONAL LAND USES AS LINKS BETWEEN INDUSTRIAL CENTERS AND LOW DENSITY RESIDENTIAL AREAS WILL BE ENCOURAGED.

II. SPECIFIC GOALS FOR THE LEESBURG PLANNING AREA

A. Industrial Land Uses

1. Utilities and Services:

Those areas designated in this Plan for industrial and employment growth should be provided with central utility services.

2. Diversity of Employment:

The County will encourage the development of a compatible mix of industries and businesses to provide a wide range of employment opportunities.

3. Environmentally sound development:

Development of clean, non-polluting industries and businesses will be promoted in character with environmental goals of the Resource Management Plan.

4. Mixed Use Development:

The County will encourage the development of mixed use facilities which combine residential, commercial and office uses on a single site.

5. Accessibility:

The County will encourage new employment facilities to be designed and located in such a manner as to provide safe, convenient and effective pedestrian, auto and bicycle access from surrounding residential and recreational sites, with particular emphasis on pedestrian linkages to the W&OD Regional Trail.

6. Labor Force:

The County will encourage the establishment of new employment centers and businesses which will draw upon the existing labor force in the area rather than attract new residents from outside the County.

7. Zoning:

Any industrially and commercially zoned land within The Urban Limit Line should be included in a planned development zone with appropriate standards and be compatible with adjacent uses. (PD-IP, PD-OP, PD-CH, etc.)

8. The County shall recognize agriculture as an important industry in the Leesburg area and shall encourage its continued viability.

B. Commercial Land Use Goals:

1. Location:

The County shall encourage and promote the reinforcement of the commercial facilities located in Leesburg and encourage future commercial development within the Town. New commercial facilities should all be located within the Urban Limit Line as designated in this plan. No new



commercial uses shall be allowed on Route 15 unless within the Urban Limit Line. All new commercial development should be of a clustered design with no direct access to major roadways, thereby precluding "strip" commercial uses. New commercial facilities in developing communities should complement the commercial facilities within the Town.

2. Scale:

The size and scale of new commercial development should be directly related to present and future commercial retail needs of the service area around Leesburg.

# FIGURE 6

